

# **House of Representatives**

File No. 776

# General Assembly

January Session, 2001

(Reprint of File No. 352)

House Bill No. 6573 As Amended by House Amendment Schedules "A" and "B"

Approved by the Legislative Commissioner May 18, 2001

# AN ACT CONCERNING THE RIGHTS OF PERSONS UNDER SUPERVISION OF THE COMMISSIONER OF MENTAL RETARDATION AND GUARDIANSHIP OF PERSONS WITH MENTAL RETARDATION.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Section 17a-210 of the general statutes is repealed and the
- 2 following is substituted in lieu thereof:
- 3 (a) There shall be a Department of Mental Retardation. The
- 4 Department of Mental Retardation, with the advice of a Council on
- 5 Mental Retardation, shall be responsible for the planning,
- 6 development and administration of complete, comprehensive and
- 7 integrated state-wide services for persons with mental retardation and
- 8 persons medically diagnosed as having Prader-Willi syndrome. The
- 9 Department of Mental Retardation shall be under the supervision of a
- 10 Commissioner of Mental Retardation, who shall be appointed by the
- 11 Governor in accordance with the provisions of sections 4-5 to 4-8,
- 12 inclusive. The Council on Mental Retardation may advise the
- 13 Governor on the appointment. The commissioner shall be a person
- 14 who has background, training, education or experience in

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administering programs for the care, training, education, treatment and custody of persons with mental retardation. The commissioner shall be responsible, with the advice of the council, for: [planning] (1) Planning and developing complete, comprehensive and integrated state-wide services for persons with mental retardation; [for] (2) the implementation and where appropriate the funding of such services; and [for] (3) the coordination of the efforts of the Department of Mental Retardation with those of other state departments and agencies, municipal governments and private agencies concerned with and providing services for persons with mental retardation. The commissioner shall be responsible for the administration and operation of the state training school, state mental retardation regions state-operated community-based residential facilities established for the diagnosis, care and training of persons with mental retardation. The commissioner shall be responsible for establishing standards, providing technical assistance and exercising the requisite supervision of all state-supported residential, day and program support services for persons with mental retardation and work activity programs operated pursuant to section 17a-226. The commissioner shall conduct or monitor investigations into allegations of abuse and neglect and file reports as requested by state agencies having statutory responsibility for the conduct and oversight of such investigations. The commissioner shall stimulate research by public and private agencies, institutions of higher learning and hospitals, in the interest of the elimination and amelioration of retardation and care and training of persons with mental retardation.

(b) The commissioner shall be responsible for the development of criteria as to the eligibility of any person with mental retardation for residential care in any public or state-supported private institution and, after considering the recommendation of a properly designated diagnostic agency, may assign such person to a public or state-supported private institution. [He] <u>The commissioner</u> may transfer such persons from one such institution to another when necessary and desirable for their welfare, provided such person and such person's

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parent, conservator, guardian or other legal representative [receives] receive written notice of their right to object to such transfer at least ten days prior to the proposed transfer of such person from any such institution or facility. Such prior notice shall not be required when transfers are [made between residential units within the training school or a state mental retardation region or when] necessary to avoid a serious and immediate threat to the life or physical or mental health of such person or others residing in such institution or facility. The notice required by this subsection shall notify the recipient of his or her right to [request a hearing in accordance with subsection (c) of this section] object to such transfer, except in the case of an emergency transfer as provided in this subsection, and shall include the name, address and telephone number of the Office of Protection and Advocacy for Persons with Disabilities. In the event of an emergency transfer, [such notice] the notice required by this subsection shall notify the recipient of his or her right to request a hearing in accordance with subsection (c) of this section and shall be given within ten days following [said] the emergency transfer. In the event [that a hearing is requested prior] of an objection to the proposed transfer, the commissioner shall conduct a hearing in accordance with subsection (c) of this section and the transfer shall be stayed pending final disposition of the hearing.

(c) The parent, guardian, conservator or other legal representative of any person with mental retardation who resides at any institution or facility operated by the Department of Mental Retardation, or any person with mental retardation himself or herself, who is eighteen years of age or older and who resides at any such institution or facility, may [make a request, in writing, to the Commissioner of Mental Retardation for a hearing on] object to any transfer of such person from one institution or facility to another for any reason other than a medical reason or an emergency, or may request such a transfer. In the event of any such objection or request, the commissioner shall conduct a hearing on such proposed transfer. In any such transfer hearing, the proponent of a transfer shall have the burden of showing, by clear and

convincing evidence, that the proposed transfer is in the best interest of the resident being considered for transfer and that the facility and programs to which transfer is proposed (1) are safe and effectively supervised and monitored, and (2) provide a greater opportunity for personal development than the resident's present setting. Such hearing shall be conducted in accordance with the provisions of [sections 4-176e to 4-184, inclusive] chapter 54.

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- (d) The parent, guardian, conservator or other legal representative of a person, or the person himself or herself, may request a hearing for any final determination by the department which [(1)] denies such person eligibility for programs and services of the department. [, (2) approves a program for such person which includes the use of behavior-modifying medications or aversive procedures, or (3) determines that community placement is inappropriate for such person placed under the direction of the commissioner.] A request for a hearing shall be <u>made</u> in writing to the commissioner. Such hearing shall be conducted in accordance with the provisions of [sections 4-176e to 4-184, inclusive] chapter 54.
- 101 (e) The parent, guardian, conservator or other legal representative of 102 a person, or the person himself or herself, may object to (1) a proposed 103 approval by the department of a program for such person which 104 includes the use of behavior-modifying medications or aversive 105 procedures, or (2) a proposed determination of the department that 106 community placement is inappropriate for such person placed under 107 the direction of the commissioner. The department shall provide 108 written notice of any such proposed approval or determination to the parent, guardian, conservator or other legal representative of such 109 110 person, or the person himself or herself, at least ten days prior to 111 making such approval or determination. In the event of an objection to 112 such proposed approval or determination, the commissioner shall 113 conduct a hearing in accordance with the provisions of chapter 54.
- Sec. 2. Section 17a-238 of the general statutes is repealed and the following is substituted in lieu thereof:

116 (a) No person placed or treated under the direction of the 117 Commissioner of Mental Retardation in any public or private facility 118 shall be deprived of any personal, property or civil rights, except in 119 accordance with due process of law.

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(b) Each person placed or treated under the direction of the Commissioner of Mental Retardation in any public or private facility shall be protected from harm and receive humane and dignified treatment which is adequate for [his] such person's needs and for [his] the development [to his] of such person's full potential at all times, with full respect for [his] such person's personal dignity and right to privacy consistent with [his] such person's treatment plan as determined by the commissioner. No treatment plan or course of treatment for any person placed or treated under the direction of the commissioner shall include the use of an aversive device which has not been tested for safety and efficacy and approved by the federal Food and Drug Administration except for any treatment plan or course of treatment including the use of such devices which was initiated prior to October 1, 1993. No treatment plan or course of treatment prescribed for any person placed or treated under the direction of the commissioner shall include the use of aversive procedures except in accordance with procedures established by the Commissioner of Mental Retardation. For purposes of this subsection, "aversive procedure" means the contingent use of an event which may be unpleasant, noxious or otherwise cause discomfort to alter the occurrence of a specific behavior or to protect an individual from injuring himself or herself or others and may include the use of physical isolation and mechanical and physical restraint. Nothing in this subsection shall prohibit persons who are not placed or treated under the direction of the Commissioner of Mental Retardation from independently pursuing and obtaining any treatment plan or course of treatment as may otherwise be authorized by law. The commissioner shall adopt regulations, in accordance with chapter 54, to carry out the provisions of this subsection.

149 (c) The Commissioner of Mental Retardation shall adopt HB6573 / File No. 776 5

regulations, in accordance with the provisions of [sections 4-166 to 4-176, inclusive] chapter 54, with respect to each facility or institution under [his] the jurisdiction of the commissioner, with regard to the following: (1) Prohibiting the use of corporal punishment; (2) when and by whom therapies may be used; (3) which therapies may be used; and (4) when a person may be placed in restraint or seclusion or when force may be used upon a person.

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- (d) A copy of any order prescribing the use of therapy, restraint or seclusion in accordance with the regulations adopted [in] <u>under</u> subsection (c) of this section shall be made a part of the person's permanent clinical record together with the reasons for each such order and made available in compliance with existing statutes relating to the right to know.
- (e) The Commissioner of Mental Retardation shall ensure that each person placed or treated under [his] the commissioner's direction in any public or private facility is afforded the following rights and privileges: (1) The right to prompt, sufficient and appropriate medical and dental treatment; (2) the right to communicate freely and privately with any person, including, but not limited to, an attorney or other legal representative of [his] the person's choosing; (3) the right to reasonable access to a telephone, both to make and receive calls in private, unless such access is used in violation of any federal or state statute; (4) the right to send and receive unopened mail and to make reasonable requests for assistance in the preparation correspondence; (5) the safety of each person's personal effects shall be assured including the provision of reasonably accessible individual storage space; (6) the right to be free from unnecessary or excessive physical restraint; (7) the right to voice grievances without interference; (8) the right to a nourishing and well-balanced diet; (9) the right to be employed outside a facility and to receive assistance in his or her efforts to secure suitable employment. The department shall encourage the employment of such persons and shall promote the training of such persons for gainful employment, and all benefits of such employment shall accrue solely to the person employed; (10) the

184 right to have the complete record maintained by the Department of 185 Mental Retardation concerning such person released for review, 186 inspection and copying to such person's attorney or other legal 187 representative notwithstanding any provisions of subsection (g) of 188 section 4-193 or section 4-194; and (11) the right to receive or purchase 189 his or her own clothing and personal effects, including toilet articles, 190 and the right to wear such clothing and use such personal effects 191 except where determined to be dangerous to the health or safety of the 192 individual or others.

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(f) The Commissioner of Mental Retardation shall require the attending physician of any person placed or treated under [his] the direction of the commissioner to obtain informed written consent from the following persons prior to authorizing any surgical procedure or any medical treatment, excluding routine medical treatment which is necessary to maintain the general health of a resident or to prevent the spread of any communicable disease: (1) The resident if [he] such resident is eighteen years of age or over or is legally emancipated and competent to give such consent; (2) the parent of a resident under eighteen years of age who is not legally emancipated; or (3) the legal guardian or conservator of a resident of any age who is adjudicated unable to make informed decisions about matters relating to [his] such <u>resident's</u> medical care. The person whose consent is required shall be informed of the nature and consequences of the particular treatment or surgical procedure, the reasonable risks, benefits and purpose of such treatment or surgical procedure and any alternative treatment or surgical procedures which are available. The consent of any resident or of any parent, guardian or conservator of any resident may be withdrawn at any time prior to the commencement of the treatment or surgical procedure. The regional or training school director having custody and control of a resident of any facility may authorize necessary surgery for [any] such resident where, in the opinion of the resident's attending physician, the surgery is of an emergency nature and there is insufficient time to obtain the required written consent provided for in this section. The attending physician shall prepare a

report describing the nature of the emergency which necessitated such surgery and shall file a copy of such report in the patient's record.

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(g) The commissioner's oversight and monitoring of the medical care of persons placed or treated under the direction of the commissioner does not include the authority to make treatment decisions, except in limited circumstances in accordance with statutory procedures. In the exercise of such oversight and monitoring responsibilities, the commissioner shall not impede or seek to impede a properly executed medical order to withhold cardiopulmonary resuscitation. For purposes of this subsection, [a] "properly executed medical order to withhold cardiopulmonary resuscitation" means (1) a written order by the attending physician; (2) in consultation and with the consent of the patient or a person authorized by law; (3) when the attending physician is of the opinion that the patient is in a terminal condition, as defined in [subsection] subdivision (3) of section 19a-570, which condition will result in death within days or weeks; and (4) when such physician has requested and obtained a second opinion from a Connecticut licensed physician in the appropriate specialty that confirms the patient's terminal condition; [. A "properly executed medical order to withhold cardiopulmonary resuscitation" also] and includes the entry of such an order when the attending physician is of the opinion that the patient is in the final stage of a terminal condition but cannot state that the patient may be expected to expire during the next several days or weeks, or, in consultation with a physician qualified to make a neurological diagnosis, deems the patient to be permanently unconscious, provided the commissioner has reviewed the decision with the department's director of community medical services, the family and guardian of the patient and others who the commissioner deems appropriate, and determines that the order is a medically acceptable decision.

(h) Any person applying for services from the Commissioner of Mental Retardation or any person placed by a probate court under the direction of the Commissioner of Mental Retardation, and such person's parents or guardian, shall be informed orally and in writing at

252 the time of application or placement of the rights guaranteed by this

- 253 section and the provisions of subdivision (5) of section 46a-11. A
- summary of [these] such rights shall be posted conspicuously in the
- 255 public areas of every public or private facility providing services to
- 256 persons under the care of the Commissioner of Mental Retardation.
- Sec. 3. Section 45a-677 of the general statutes is repealed and the following is substituted in lieu thereof:
- 259 (a) The court may assign to a limited guardian of [the] a mentally
- 260 retarded person any portion of the duties and powers listed in
- subsection (d) of this section for those particular areas in which the
- 262 respondent lacks the capacity to meet the essential requirements for
- 263 [his] such respondent's physical or mental health or safety.
- (b) A limited guardian may also be assigned the duty to assist the
- 265 respondent in those particular areas in which the capacity of [such
- 266 person] the respondent to meet the essential requirements of [his] such
- 267 <u>respondent's</u> physical or mental health or safety, protect [his] <u>such</u>
- 268 <u>respondent's</u> rights, obtain necessary services, or to fulfill [his] <u>such</u>
- 269 respondent's civil duties is impaired, as well as in other ways not
- specifically prohibited by sections 45a-668 to 45a-684, inclusive.
- 271 (c) A limited guardian of [the] <u>a</u> mentally retarded person shall have
- 272 only such of the duties and responsibilities and powers of a guardian
- of [the] a mentally retarded person under subsection (d) of this section
- as the court shall specify based upon its findings with regard to the
- individual need of the respondent for supervision. The guardian shall
- 276 have the duty to report to the probate court which appointed such
- 277 limited guardian at least annually the condition of the respondent. The
- 278 preceding duties, responsibilities and powers shall be carried out
- 279 within the limitations of the resources available to the ward, either
- through [his] the ward's own estate or by reason of private or public
- assistance.
- 282 (d) The court may assign to a limited guardian the custody of the
- 283 ward for the purpose of exercising any, but not all, of the following

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limited duties and powers, in order to assist the ward in achieving self-reliance: (1) To assure and consent to a place of abode outside the natural family home, (2) to consent to specifically designed educational, vocational or behavioral programs, (3) to consent to the release of clinical records and photographs, (4) to assure and consent to routine, elective and emergency medical and dental care, and (5) other specific limited powers to assure and consent to services necessary to develop or regain to the maximum extent possible the ward's capacity to meet essential requirements. All plenary guardians and limited guardians appointed pursuant to sections 45a-668 to 45a-684, inclusive, shall also have a duty to assure the care and comfort of the ward within the limitations of their appointment, and within the limitations of the resources available to the ward either through [his] the ward's own estate or by reason of private or public assistance.

(e) A plenary guardian or limited guardian of [the] a mentally retarded person shall not have the power or authority: (1) To cause the ward to be admitted to any institution for treatment of the mentally ill, except in accordance with the provisions of sections 17a-75 to 17a-83, inclusive, 17a-456 to 17a-484, inclusive, 17a-495 to 17a-528, inclusive, 17a-540 to 17a-550, inclusive, 17a-560 to 17a-576, inclusive, 17a-615 to 17a-618, inclusive, and 17a-621 to 17a-664, inclusive, and chapter 420b; (2) to cause the ward to be admitted to any training school or other facility provided for the care and training of the mentally retarded if there is a conflict concerning such admission between the guardian and the mentally retarded person or next of kin, except in accordance with the provisions of sections 17a-274 and 17a-275; (3) to consent on behalf of the ward to a sterilization, except in accordance with the provisions of sections 45a-690 to 45a-700, inclusive; (4) to consent on behalf of the ward to psychosurgery, except in accordance with the provisions of section 17a-543; (5) to consent on behalf of the ward to the termination of [that person's] the ward's parental rights, except in accordance with the provisions of sections 45a-706 to 45a-709, inclusive, 45a-715 to 45a-718, inclusive, 45a-724 to 45a-737, inclusive, and 45a-743 to 45a-757, inclusive; (6) to consent on behalf of the ward

to the performance of any experimental biomedical or behavioral medical procedure or participation in any biomedical or behavioral experiment, unless it is intended to preserve the life or prevent serious impairment of the physical health of the ward or it is intended to assist the ward to regain [his] the ward's abilities and has been approved for [that person] the ward by the court; (7) to admit the ward to any residential facility operated by an organization by whom such guardian is employed, except in accordance with the provisions of section 17a-274; (8) to prohibit the marriage or divorce of the ward; and (9) to consent on behalf of the ward to an abortion or removal of a body organ, except in accordance with applicable statutory procedures when necessary to preserve the life or prevent serious impairment of the physical or mental health of the [respondent] ward.

- (f) A plenary <u>guardian</u> or limited guardian shall submit a report to the court: (1) Annually; (2) when the court orders additional reports to be filed; or (3) when there is a significant change in the capacity of the ward to meet the essential requirements for [his] <u>the ward's</u> physical health or safety; (4) when the plenary <u>guardian</u> or limited guardian resigns or is removed; and (5) when the guardianship is terminated.
- (g) Such reports shall be submitted on a form provided by the Office of the Probate Court Administrator and shall contain the following information: (1) Significant changes in the capacity of the ward to meet the essential requirements for [his] the ward's physical health or safety; (2) the services being provided to the ward and the relationship of those services to the individual guardianship plan; (3) the significant actions taken by the limited guardian of [the] a mentally retarded person or plenary guardian of [the] a mentally retarded person during the reporting period; (4) any significant problems relating to the guardianship which have arisen during the reporting period; and (5) whether such guardianship, in the opinion of the guardian, should continue, be modified, or be terminated, and the reasons therefor.
- (h) When any mentally retarded person for whom a guardian has been appointed becomes a resident of any town in the state in a

probate district other than the one in which a guardian was appointed, or becomes a resident of any town in the state to which the guardianship file has been transferred under this section, such court in that district may, upon motion of any person deemed by the court to have sufficient interest in the welfare of the respondent, including, but not limited to, the guardian, the Commissioner of Mental Retardation or [his] the commissioner's designee, or a relative of the person under guardianship, transfer the file to the probate district in which the person under guardianship resides at the time of the application, provided the transfer is in the best interest of the mentally retarded person. A transfer of the file shall be accomplished by the probate court in which the guardianship matter is on file by making copies of all documents in the court and certifying each of them and then causing them to be delivered to the court for the district in which the person under guardianship resides. When the transfer is made, the court of probate in which the person under guardianship resides at the time of transfer shall thereupon assume jurisdiction over the guardianship and all further accounts shall be filed with such court.

(i) A plenary guardian or limited guardian of a mentally retarded person and, to the extent appropriate, such person and such person's family, shall be the primary decision maker with respect to programs needed by such person and policies and practices affecting the well-being of such person within the authority granted by the court pursuant to this section, provided any such decision does not conflict with the requirements of section 17a-238, as amended by this act. In making any such decision, the plenary guardian or limited guardian shall consult with the ward and appropriate members of the ward's family, where possible. A limited guardian shall be the primary decision maker only with respect to such duties assigned to the limited guardian by the court. The provisions of this subsection shall be included in any court order appointing a plenary guardian or limited guardian of a mentally retarded person.

The following fiscal impact statement and bill analysis are prepared for the benefit of members of the General Assembly, solely for the purpose of information, summarization, and explanation, and do not represent the intent of the General Assembly or either House thereof for any purpose:

#### **OFA Fiscal Note**

**State Impact:** Potential Minimal Cost

**Affected Agencies:** Department of Mental Retardation

Municipal Impact: None

## **Explanation**

## State Impact:

The bill as amended makes various changes to the guardian statutes regarding Department of Mental Retardation clients and clarifies current practice by providing a regional or training school director the authority to consent to necessary emergency surgery on behalf of the client. These provisions will result in no cost to the department.

The bill as amended also alters provisions regarding the objecting to a department-approved program, decision on an inappropriate placement or transfer of a client. Although currently, an individual is allowed to request a hearing for a final determination by the department, there have not been any hearings held due to transfers, use of behavior modifying medications or inappropriate community placements over the past three years. It is anticipated that the bill as amended may result in an increase in the number of hearings. Any impact is anticipated to be minimal and can be absorbed within the available resources of the department. The estimated cost per hearing is \$325.

House "A" makes changes to the guardian statutes that will result

in no cost to the department.

House "B" replaces the underlying bill and House "A" and becomes the bill as amended with the corresponding impact as referenced above.

## **OLR Amended Bill Analysis**

HB 6573 (as amended by House "A" and "B")\*

# AN ACT CONCERNING THE RIGHTS OF PERSONS UNDER SUPERVISION OF THE COMMISSIONER OF MENTAL RETARDATION.

#### SUMMARY:

This bill makes a number of changes affecting the services, treatments, program needs, placements, and transfers for persons with mental retardation and those that can make decisions for these individuals.

The bill specifies that a plenary or limited guardian of a mentally retarded person, and where appropriate, his family, is the primary decision maker for the person concerning his well being.

It also allows the parent, guardian, conservator, or other legal representative of a mentally retarded person to object to determinations by the Department of Mental Retardation (DMR) concerning certain medications, procedures, and placements.

The bill makes changes to the existing notice process for transferring a mentally retarded person from one facility to another. It also requires notice when DMR transfers a person between residential units within the training school or mental retardation region.

The bill makes it clear that the director who under current law can consent to necessary emergency surgery is the regional or training school director who has custody and control of a resident of DMR facility. This applies when there is not enough time to obtain consent from the resident, his parent, or guardian. The bill also makes technical changes.

\*House Amendment "A" adds provisions on the decision-making authority of plenary and limited guardians.

\*House Amendment "B" replaces the entire bill as amended, retaining

the original bill's (File 352) provision on consent to emergency surgery by the regional or training school director and adding provisions on (1) decision-making authority of plenary and limited guardians; (2) objections to certain treatments and placements; and (3) transfer of individuals.

EFFECTIVE DATE: October 1, 2001

#### PRIMARY DECISION MAKERS

The bill specifies that a plenary or limited guardian of a mentally retarded person, and to the extent possible his family, is the primary decision maker concerning the person's program needs and other policies and practices affecting his well being, subject to authority granted by the Probate Court. The limited guardian is the primary decision maker only for those duties assigned him by the court.

The bill requires the plenary or limited guardian to consult with the person and appropriate family members, where possible, when making decisions. Such decisions cannot conflict with the legal rights of a mentally retarded person to humane and dignified care and treatment.

These decision-making provisions must be included in any court order appointing a plenary or limited guardian.

#### OBJECTIONS TO CERTAIN TREATMENT AND PLACEMENT

The bill allows the parent, guardian, conservator or other legal representative of a mentally retarded person to object to (1) DMR's proposed approval of a program that includes behavior modifying medications or aversive procedures or (2) a proposed DMR determination that community placement is inappropriate.

DMR must give written notice of its proposed approval or determination to the parent, guardian, conservator, or other legal representative, or the person himself at least 10 days before making it. If there is an objection, DMR must hold a hearing.

#### TRANSFER OF INDIVIDUALS

The law allows DMR to transfer persons with metal retardation from

one institution to another when necessary and desirable for the person's welfare. "Institution" includes both public and state supported private institutions. The person and his parent, guardian, conservator, or other legal representative must get written notice of their right to request a hearing at least 10 days before the proposed transfer, except for emergency transfers. The bill clarifies that the notice is of the person's right to object to the transfer. If an objection is made, DMR must hold a hearing.

The bill subjects proposed transfers between residential units within a training school or a state mental retardation region to the prior notice requirement. Currently, such transfers are not subject to prior notice.

In case of emergency transfer, the law requires that notice be given within 10 days after the transfer. The bill clarifies that the notice must notify the recipient of his right to a hearing. The bill also makes it clear that a person can ask for a transfer.

#### **BACKGROUND**

# Legislative history

On April 25, the House passed the bill (File 352) as amended by House "A" and then referred it to the Judiciary Committee. That committee reported it favorably without change on May 2. On May 16, the House passed the bill as amended by House "A" and "B."

#### COMMITTEE ACTION

Public Health Committee

Joint Favorable Report Yea 24 Nay 0

**Judiciary Committee** 

Joint Favorable Report Yea 38 Nay 0